

## **The Recruitment System for Civil Servants from the Perspective of Developing Organizational Capacity in Regional Government**

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**Abstract:** This study aims to identify the process and the implementation of the recruitment system for Indonesian Civil Officials, including the planning, position description and recruitment and selection systems. The factors affecting the process and implementation of the recruitment system for government civil servants in the Local Personnel (BKD) and Education and Training Agency (DIKLAT) of the Gorontalo's Regional government in Indonesia were studied. The research used the qualitative approach and the data were analyzed using a method called Interactive model analysis. The results showed that in the planning process, proper steps in the system of position description, recruitment and the selection of Indonesian Civil Officials have already been implemented according to the national regulations. However, at the level of Regional Government, appropriate procedures in the recruitment process for government civil servants, have not been properly implemented. There is need for harmonization between the strategic policy and the implementation of policy. The main factors affecting the recruitment system were the economic factors associated with the Regional Government's Budget position and the various factors related to the political will of the head of the regional government.

**Key words:** Recruitment, government administration, civil servants, regional, government

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### **INTRODUCTION**

Manage of apparatus resource are conceptually based on increasing competence and competence in expertise. Therefore, the provision and development of apparatus resource is a factor that plays an important role in an organization or government in providing services to the public.

Regulation on apparatus resource in Indonesia is regulated in the Law of the Republic of Indonesia Number 43 of 1999 on Principles of Human Resources, This regulation has set some management changes in the Government Civil Service. While, the Indonesian Government Regulation Number 98 of 2000 on the Provision of civil servants as amended by the Indonesian government regulation Number 11 of 2002 amendments to the regulations on the Procurement of Civil Servants (PNS) as amended by the Indonesian Government Regulation No. 54 of 2003 on Amendment to the Indonesian Government Regulation Number 97 of 2000 on the formation of civil servants. The application of the policy is aimed at obtaining qualified apparatus resource.

The concept of staff recruitment falls within the definition of "The process of attracting such individuals

in sufficient numbers and encouraging them to apply for jobs with the organizations" (Wayne and Robert, 1996). Stated that "Recruitment is the generating of applications or applicants for specific position". The concept is also supported by the statement that recruitment is an activity in the development dimension of human resources to provide the professional and technical personnel (Grindle, 1997). while the concept of selection means "The process of choosing from a group of applicants the individual best suited for a particular position" (Wayne and Robert, 1996). Based on the previously mentioned general concepts, the selection process is related to steps and policies that define whether the applicants can be employed in an organisation.

Since in 2011, the regional government of Gorontalo District never planned to recruit more government civil servants in the whole area of district and city of Gorontalo, due to the national moratorium in place on personnel recruitment in certain agencies. However, due to the dynamics within the government system due to economic growth in the region, the regional government of Gorontalo district was forced to recruit more civil servants to maintain operations and assure the population that the functions of regional government could continue

to work properly. It is estimated so that during 2013-2014, the regional government of Gorontalo district recruited many new employees who had been casual appointments as well as taking some from general applicants.

The factual data in the annual estimates for 2013-2014 suggest that there were a number of casual employees who were good candidates to be made permanent employees, however other people ended up getting appointed (<http://www.bkdkabgtlo.com/index.php>). Meanwhile, the enrolment process to be a candidate for the Indonesian Civil Service was further complicated by the high number of people interested to become government civil servants. However, they were still faced with a limited quota in every single recruitment period.

For instance, in Indonesian Government budget for year 2013-2014, 2.217 people applied for just 40 positions for government civil servants which had been approved while the number of auxiliary teachers (category II) amounted to 1.150 people (<http://www.bkdkabgtlo.com/index.php>). The actual situation with the number of auxiliary teachers (category I) in the district of Gorontalo was left at 31 who could do the test so there were many who would still not have the chance to become an Indonesian Civil Official. As a matter of fact, the auxiliary teachers (category I) were not included in the National Personnel Agency database following their selection. The chance of the 31 teachers for joining test with first category, actually based on their long period of dedicated service (<http://info-lowongan-terbaru.com/search/bkd-kabupaten-gorontalo-info-cpns-2013>).

In fact, in Gorontalo district the candidate for the Indonesian civil service who can follow test have to registered into National Personnel Agency database. But the 31 teachers did not registered. Based on this description of the problem where there are many more people qualified to do the work than there are positions available in the civil service, a study was conducted to investigate the process and evaluate the results of the recruitment of candidates for Indonesian civil official's positions.

The question is how the process of recruitment of civil servants implemented and what factors influence the process and outcome of the civil service recruitment system in the government of Gorontalo regency, with the hope of this research becomes an input for central and local government in the recruitment of candidates for civil servants.

## **MATERIALS AND METHODS**

This type of research is qualitative who observed the phenomena associated with the recruitment of

candidates for civil servants. The research location in the office of the Local Personnel (BKD) and Education and Training Agency (DIKLAT) of the Gorontalo's Regional government in Indonesia. Data was collected in several ways: by observation in interviews and documentation (Creswell, 1994, 2009). Primary data which was collected by the researcher directly in the site of the research by conducting interviews with key informants who consisted of the head and the secretary of the Local Personnel, Education and Training Agency and the head of every department and other group who are responsible for personnel appointments and the selection of candidates for government civil servant positions. And secondary data from documents relating to the object of research. Data were analyzed qualitatively interactive model (Matthew *et al.*, 2012) consists of three components analysis: data, condensation, data presentation and conclusion.

## **RESULTS AND DISCUSSION**

In the context of recruiting human resources through the merit system, the results of this study show that there is no significant change towards that practice. The facts also show that there is existence of corruption, collusion and nepotism in various forms. The change in habitual attitudes of the regional government staff is supposed to increase the productivity and responsiveness of the system. Interestingly, attitudes towards the government service are still characterized by features of the spoils system.

**Planning:** Planning: In the process of fulfilling the need for human resources in public organizations, it is necessary to carry out a planning process regarding staff needed. It is a process carried out to predict the bureaucratic resources required by a certain organization. The planning of the need for officers in public organisations is intended to determine the number and the kind of professionals required in any organization. Planning is an activity to obtain appropriate information about the need for employees in the future. Further more with good planning about the kind of, skills and capability of its employees, any organization can have a staff of well trained and qualified officers. It is not only in respect of appointing well trained officers that personnel planning is necessary. It is needed to anticipate the potential problems which may arise about the number of employees in the organisation.

The planning activity is designed to obtain information about the needs of employees in a particular organization, now and in the future. Human resources planning in the government service is a systematic

estimate of the staff needed in each organization. The plan for human resources in every organization is definitely important, not only for the organization but also for the rest of society. The plan should result in utilizing these resources appropriately since, within the existence of a plan, development activities will be well organized. The results of this research yielded information that the activity of planning for the employee's needs is carried out by considering each proposal from the work Units Of The Regional Agency. In the formal meeting to work through determining needs of the employees considered the necessary field work, the competencies required and the provided budget. In the estimation of the formation admission feeling the method of calculation used for the certain functional position or other positions in which the minimum standards has already been determined by the higher institution.

**Formation of quota:** Formation of quota: The quota of positions in each department is defined as the arrangement of the positions in the organisation as they are set out in the regulations in which the number and the arrangement of positions needed for the organization to function over a certain period are specified. The establishment position of each organization in a country is usually arranged on the basis of a needs analysis and the personnel appointed to each of the positions approved by the government. Formation of the establishment and position descriptions includes the number and the arrangement according to rank in the government civil Service which is necessary to be filled to accomplish the main functions of government for a certain duration. It is usually decided in advance and is responsible for determining placements in the field ahead of their completion.

The results of investigation into the selection of government civil servant's candidate, showed that the need for new officers in the area of Gorontalo district is particularly high. That is caused by various factors such that there are many government civil servants who will soon retire and the additional number of staff the unit work in the regional filed in which inappropriate with the provision of the government civil servants because the quota given limited central government. The quota of government civil servants in the regional government of Gorontalo district is not symmetrically matched with the requirement for the various required occupations. In determining the number of government civil Servant's candidates in Gorontalo District, the system is not yet operating according to the new regulations. The recruitment of government civil servant's candidates in Gorontalo district up until 2013-2014 was still referring to the older regulations. The mechanism for determining the

number of government civil servant's candidates in Gorontalo District should operate as follows: before the opening of the job vacancy, the regional government is asked to hand over the need for government civil servants 'candidates by the central government. After that, the regional government will have to do a regional analysis about the needs for government civil servants' candidates in each area, the positions required, the education level and so on. After further analysis, the plan is sent to the National Personnel Agency who provide additional information.

**Recruitment:** One way to obtain human resources of the required quality, can be accomplished through the recruitment system in addition to developing a well designed plan. It has already been stated that the recruitment process is an associated activity to gather applicants with the motivation, capability, skills and knowledge required to cover any deficiency that has already been identified in the planning process. The recruitment activity must also attract a group of candidates to fulfill any defined position. Thus, it can be concluded that recruitment is a vital process for any organization, so that a rational outcome is that every organization ought to have a well established recruitment process.

The information regarding candidates for the government civil servant's positions showed that the recruitment system for the government's civil servants positions at the current stage of its implementation is still less effective particularly in respect of recruiting government civil servants from the honorary employees. In relation to its policy, it was observed that there is still too many resistance from the honorary employees category, particularly the category I employees. In the recruitment period in 2013-2014, the status is shifted to the honorary group of category II because of some factors such as the policy determination in the government regulation No. 48 of 2005 about the appointment of Honorary employees to be government civil servant's candidates. The recruitment is then associated with political issues. The recruitment is not fairly carried out and the recruitment being realized in three stages in which the notion of corruption, collusion and nepotism practices is then raised. Even though, it is hardly ever admitted that the general applicants were having trouble with this aspect of the administration procedures, it cannot be denied that there are still many aspects of the spoils system in form of "Hidden system Mechanisms" which are hard to prove in the field but which do actually happen.

**Selection:** Selection is the last part of the recruitment process and which could be described as the most important stage in the overall process of human resources management. The selection process is designed to achieve the recruitment of personnel based on the principles of the merit system. It has been asserted that the recruitment and appointment of government civil servants in Indonesia is using the merit system (Cascio, 2003) but in fact the recruitment is still do to spoil system. Thus, the selection process can be regarded as starting with the application and finishing with making a decision about the applicants to be appointed.

The realization of the selection of the government civil servants 'candidates, the result found that the selection was carried out gradually starting from: administration selection and competencies examinations. The applicants who are stated to be passed the stage of administration selection will later following the online basic competence examination by using the Computer Assisted Test (CAT) system. The utilization of CAT in guarantee the realization of selection of the government civil servants 'candidates will be carried out Competitively, objective, transparent and free from the corruption, collusion and nepotism practices. The basic competence test was conducted to measure the basic capability of someone to support the successful if that someone will have a certain position or working as the Government civil servant. The material of basic competence test is regulated in the regulation of the Head of National Personnel Agency number 9 of 2012 about the directive guideline of the provision realization of the government civil servants 'candidates. The material covers: the nationality interview test, the general intelligence test, the personal characteristic test. The basic competency test is carried out to obtain the best test applicant based on the passing grade which has already been set previously.

It goes along with the statement of one of the research respondent in which say that: "the change of the policy related to the provision of the government civil servant's candidates for the estimated year of 2013-2014 is impacted to either the process or realization provision of the government civil servants 'candidates in which supposed to pass various test stages and referring to the merit system and no longer following the various practices of the spoil system. If there is violation found, the government civil servants 'candidates will be directly disqualified (Results of interview in the office of the regional personnel agency, education and training gorontalo District, June, 29th 2015).

**Factors of affecting:** The factors affecting the recruitment system of the government civil servants 'candidates: the

economic Factors, just like it has been revealed by one of the informant who was stating that: "The economic aspect is giving the very significant impact in supporting the process and realization of the change of the recruitment system either it is from the internal applicants (Honorary employees) or the external applicants (General Societies). It is because if the budget support is not enough collected from the regional government in the form of Regional Government Budget, the recruitment will be hardly accomplished (Source: the result of the interview in the Regional Secretary Office of Gorontalo District, in the date of June, 29th 2015).

Furthermore, the obstacle being faced in the recruitment system of the government civil servants 'candidates is that the policy of the central government in which prolong the retired period of the government civil servants particularly for the employee in which holding the certain position from 56 year old to be 58 year old. The policy is field to be less giving of the fairness and the possibility for the society particularly for the young generation. The regional government will not be able particularly conducting the recruitment of the employee especially the young employee so that it will not give the next possibility for that government civil servants 'candidates either from the general registering or the contracted employee to have more careers as the government servant.

**The political factors:** The result is yielded that there is a political will of the regional government of the gorontalo district in which following the direct order of the Its Regent to implement the merit system in order to obtain the good quality of human resources to achieve the objective of the reinforcement of the organization capacity development of the regional government.

## CONCLUSION

Narrated from the discussion and analysis of the result about the process and realization as well as the factors affecting the recruitment system of government civil servants 'candidates, thus it can be concluded that) The process and realization of the recruitment system of the government civil servants 'candidates up until the estimated of 2013-2014 either it is from the honorary employee (internal applicants) or the general society (external applicants) in Gorontalo District covers: The formation planning, recruitment and selection has already been realized well, however seeing form the reality from the regulation aspects it still need to have the harmonization of the central government policy and the real condition of the regional government related to the

problem of determining the number of the formation in which still top down and abandoning the suggestion from the central government). The factors affecting the process and realization of the recruitment system of the government civil servants 'candidates up until of 2013 2014, the regional government of Gorontalo district is having the possibility to have new officers in the big quantity because of the absorptive budget allocation fund of the local revenue is under 50% from the total of Regional Government Budget owned by the district of Gorontalo. Form the political aspect it is noted by the existence of the strong political will from the Regent of Gorontalo District to implement the Merit System however the political intervention of each interest is still hard to be proved.

### **RECOMMENDATIONS**

It is suggested that the recruitment process for candidates for Government Civil Servant positions be consistent with the harmonization process between the policies of the central government and the policies of the regional government, particularly in determining the number of establishment positions). It is also strongly recommended that the actual recruitment of government civil servants be based on the merit system, reference Republic of Indonesia Act No. 5 of Approved in 2014 about the State Civil staff). And the last suggestion is that the economic and political factors affecting either the

process or the outcomes of the recruitment system of government civil servants need to be given more attention by all stakeholders interested in the government in the area of Gorontalo District Indonesia.

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